

**Construction and Major Maintenance/Special Programs****JUSTIFICATION OF PROGRAM AND PERFORMANCE**

Activity: Special Programs

	1999 Enacted To Date	2000 Budget Request	Change From 1999 (+/-)
Emergency and Unscheduled Projects	3,000	4,000	+1,000
Housing Replacement Program	12,000	10,000	-2,000
Dam Safety Program	0	1,440	+1,440
Equipment Replacement Program	15,402	19,865	+4,463
<b>Total Requirements \$(000)</b>	<b>30,402</b>	<b>35,305</b>	<b>+4,903</b>

**AUTHORIZATION**

16 U.S.C. 1

**OVERVIEW**

To perform minor unscheduled and emergency construction projects to protect and preserve park resources, provide for safe and uninterrupted visitor use of facilities, accommodate unanticipated concessioner facility related needs, provide necessary infrastructure for approved concessioner expansion projects, and ensure continuity of support and service operations; improve the capability of public use buildings to withstand seismic disturbances and resulting damage; inspect and repair dams, or deactivate dams to protect lives and park resources; and, repair some of the more seriously deficient park employee housing units, or replace trailers; to ensure adequate inventories of automated and motorized equipment to support park operations and visitor services throughout the National Park System are purchased to replace existing inventories that have met use and age limitations; to ensure that adequate inventories of new equipment are purchased for units recently added to the National Park System so that park operations and resource protection can begin unimpeded; to upgrade radio communications equipment to ensure rapid response to emergency and life-threatening situations as they arise; and to improve the information management resource capabilities of the Service to ensure timely processing of data and intra-office telecommunications into the 21<sup>st</sup> century.

**APPLICABLE NATIONAL PARK SERVICE MISSION GOALS**

- Ia Natural and cultural resources and associated values are protected, restored and maintained in good condition and managed within their broader ecosystem and cultural context.
- Ib The National Park Service contributes to knowledge about natural and cultural resources and associated values; management decisions about resources and visitors are based on adequate scholarly and scientific information.
- IIa Visitors safely enjoy and are satisfied with the availability, accessibility, diversity, and quality of park facilities, services, and appropriate recreational opportunities.
- IIb Park visitors and the general public understand and appreciate the preservation of parks and their resources for this and future generations.
- IVa The National Park Service uses current management practices, systems, and technologies to accomplish its mission.

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### **Performance Goals**

Long-term Goal IVa5	By September 30, 2002, 35% of employee housing units classified as being in poor or fair condition in 1997 have been removed, replaced, or upgraded to good condition.
Annual Goal IVa5	By September 30, 2000, 10% of employee housing units classified as being in poor or fair condition in 1997 have been removed, replaced, or upgraded to good condition.

### **Activity Description**

**Emergency, Unscheduled**.....\$4,000,000

This program is composed of two major components as described below.

**Emergency and Unscheduled Projects**..... [\$2,000,000]

The FY 2000 proposal continues the \$2.0 million funding level to address emergency and unscheduled needs. The National Park System contains over 30,000 structures and thousands of individual utility systems. Through the course of normal operations, these structures and systems can unexpectedly be damaged or fail, and require immediate attention to avoid more costly reconstruction in the future. Such work may require more than one fiscal year for project completion, but generally will not involve extensive planning or formal contract bidding procedures, characteristic of line item construction.

**Seismic Safety of National Park System Buildings**..... [\$2,000,000]

With the additional \$1.0 million in funding requested for fiscal year 2000, the Service will be able to increase its efforts to conduct comprehensive studies and investigations of public use buildings throughout the National Park System. This urgent public safety requirement, mandated by Executive Order 12699, will determine the seismic safety of new and existing park structures and evaluate the cost and feasibility of corrective measures where necessary. Prior to the inauguration of the program, the Service had no current information on the seismic stability of buildings. These funds are needed to implement a multi-year plan to eliminate unacceptable seismic risks. However, since its inception, the Service has evaluated nearly 1000 buildings in the high seismic areas and found 163 buildings to be classified as Extremely High Risk (EHR) or Definitely Needing Rehabilitation (DNR). These buildings received a structural score of less than 2.0 during the onsite investigations using a Federal Emergency Management Administration (FEMA) developed evaluation procedure and are considered as obviously in need of rehabilitation.

**Housing**.....**Replacement**  
**Program**.....\$10,000,000

In fiscal year 1999, the Park Service continued to address the requirements of section 814 of Public Law 104-333, National Park Service Housing Improvement, that were begun shortly after passage of the legislation. In December 1996, the Park Service began a comprehensive review of NPS housing program policy. A revised policy statement was completed in May 1997; and ultimately reported to the Committees as directed in Public Law 104-333. Guidance regarding the implementation of the new policy has also been issued by the Director to both Regional Directors and park superintendents. The request for fiscal year 2000 reflects the anticipated increase in reliance on private sector housing under the 1996 Omnibus Parks Act authorities.

In compliance with Conference Report language accompanying the FY 1998 Interior Appropriations Act, the Service will also continue its overall assessment of housing. As a part of this process, begun with a pilot study at four park areas in 1995-1996, and through competitive bid, the NPS has awarded a multi-year contract to two architectural and engineering firms, to conduct an independent review of NPS housing. A Servicewide contract to conduct needs

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assessments for over 150 park areas is nearing completion and comprehensive condition assessments of existing housing units are scheduled to continue in calendar year 1999. After the condition assessment is complete the architectural and engineering firms conducting the study will prepare a comprehensive feasibility analysis which will complete the three phases of the contract. The three phases being conducted by the firms will have accomplished the following:

- (1) conduct inventory and condition assessments of all housing units and provide cost estimates for correcting identified deficiencies;
- (2) analyze the need for employee housing at each park location;
- (3) conduct a comprehensive local market analysis and assess the ability of park employees to compete for housing within the surrounding communities where NPS provides housing;
- (4) determine future housing needs, including the number of existing housing units excess to NPS needs, with total cost estimates for meeting those needs;
- (5) formulate and recommend viable alternative methods for provisions of employee housing at each site; and
- (6) develop a feasibility analysis or business plan for each park area based on the cost versus benefit ratio to minimize program expenditures.

The contractors have completed the needs assessment/market analysis component of the study for medium and large parks. They are scheduled to begin the process for the smaller parks in January of 1999 along with the condition assessments. The NPS will then develop a list of priorities in accordance with the Omnibus Parks Act.

This three-phase process will identify the number of housing units that should be removed and not replaced either because housing is no longer needed or because housing is available or can be provided by the private sector outside the park. Where replacement housing is needed, the assessment will determine the proper mix of housing. The result will be a greater utilization of multi-unit dwellings and a de-emphasis of single-family units. The Service's first priority will be to locate suitable housing in nearby communities outside the park. This not only will reduce the Federal housing burden, but also will help to keep construction within park areas to a minimum.

Where housing is determined to be mission-critical, the National Park Service will continue to use funding criteria and guidelines to prioritize projects to ensure that the Service is directing available funding to the greatest need for repair, rehabilitation, replacement or construction. The Service is committed to improving employee housing and making living conditions better for employees and their families. While this effort is a major step in improving NPS housing, work will need to continue in FY 1999 and beyond to complete the primary focus of this activity -- to replace substandard trailers and rehabilitate existing units where it has been determined that employee housing is mission-critical.

In conformance with applicable benchmarks contained in the *National Performance Review*, the Service is also taking additional steps to ensure the cost-effectiveness of the replacement housing that will be built:

- (1) All housing replacement and rehabilitation projects will be based on the results of the park's needs assessment and Regional Director certification of housing need.
- (2) The use of standard designs and specifications will reduce overall design costs and meet the modular home builders' specifications, thereby allowing that sector of the housing industry to competitively bid on projects.
- (3) All housing construction projects will be reviewed by a recently formed Servicewide Development Advisory Board initiated by the Director in response to recent media coverage and Congressional concerns about construction costs. All projects will be personally reviewed and approved by the Director.
- (4) All housing projects will be subject to the Tri-Services Military Cost model as recommended by the National Academy of Public Administration (NAPA). Any project exceeding the cost predicted by the cost model will be reviewed and approved by the Director prior to construction or revised as necessary to meet the cost predicted by the cost model.
- (5) The Service will seek prior approval from the House and Senate Appropriations Committees before building

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any new housing in national park units.

In line with efforts to replace unsafe and inadequate residential trailers throughout the System, the NPS proposes in fiscal year 2000 to replace approximately 25 trailers in several National Park System areas. These trailers will be replaced with a combination of permanent apartments, dormitories, and multi-plex units. In addition, major rehabilitation work will be performed on approximately 25 existing units to bring these units up to a good maintainable condition. All projects will be consistent with the findings of the needs assessment studies and Regional Director certification of housing need. This effort will ensure acceptable living conditions for up to 100 employees and their families. The Regional Director certifications are due to the Director early in 1999. Until the certifications are received, a list of trailer replacement or rehabilitation projects cannot be finalized.

Dam Safety Program.....  
\$1,440,000

The National Park Service Maintenance, Operation, and Safety of Dams MOSD Program is mandated by Public Law 104-303, Section 215, National Dam Safety Program Act of 1996; U.S. Department of the Interior Departmental Manual, Part 753, Dam Safety Program; and the NPS Management Policies, 1988, and coordinated with the assistance of the Bureau of Reclamation (BOR). These mandates are included in NPS Special Directive 87-4, NPS-40, and related technical guidelines. Each agency is required to have a dam safety officer. One of the primary reasons for creating this program was to prevent another incident like the Lawn Lake Dam Failure of 1982 when three park visitors were killed and \$30 million in damages occurred. Because of BOR's expertise and oversight of the U.S. Department of the Interior Maintenance, Operation, and Safety Dams Program, the Service has regularly used their services and advice in managing NPS dams and monitoring non-NPS structures affecting the National Park System. The program is vitally necessary because of increased activity and development around and downstream of these dams. The basic goal of the MOSD Program is to either maintain or deactivate the dams. On the average, corrective action is initiated or completed for structures of all classifications at about 14 structures per year, mostly through minimal funding appropriated annually in the Operation of the National Park System account. For dam safety repairs/modifications, three to four dams classified as Downstream HIGH or SIGNIFICANT Hazard Potential are completed annually. To date, it is estimated that 160 dams have had corrective action completed, and 143 structures were deactivated.

For fiscal year 2000, three dams will undergo corrective action. They are:

Prince William Forest Park, Virginia, Dams at Camps 4 and 5..... \$1,040,000  
Whiskeytown-Shasta-Trinity National Recreation Area, California, A-Frame Dam..... \$400,000

Equipment Replacement Program.....  
\$19,865,000

This program is comprised of three major components as described below.

Replacement of Park Operations Equipment ..... [\$14,365,000]

Passenger vehicles, heavy motorized equipment, sophisticated communications networks, and automated data processing equipment are all essential to the effective and efficient operation of the National Park Service. Dump trucks, snowplows, fire trucks, ambulances and other vehicles are critical to maintain roads, provide access, protect life and property, and for necessary services such as law enforcement, emergency medical, sanitation, and general transportation needs. Communications equipment such as telephones, and voice response systems also are essential to operations, coordination, the protection of life and property and the orderly conduct of park business. This equipment

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must remain safe, operable, and in good condition, and therefore must be replaced on a scheduled basis. The NPS currently has a motorized equipment replacement need of nearly 5,000 vehicles that exceed GSA mileage or age criteria. The estimated cost of this backlog is \$80 million. For fiscal year 2000, the Service is requesting that

the equipment acquisition and management functions described above continue to be funded at the \$14.365 million level as provided for in fiscal year 1999.

#### Conversion to Narrowband Radio System.....[\$2,500,000]

In conformity with provisions contained in the Omnibus Budget Reconciliation Act of 1993, the National Telecommunications and Information Administration (NTIA), U.S. Department of Commerce, has directed conversion of all civilian Federal radio users to a new technology known as "narrowband" by January 1, 2005. The transition to narrowband "digital" equipment is intended to make more channels available to Federal users so that users that are currently being denied access due to congestion can be accommodated and so that public safety communications will meet emerging national privacy and security requirements.

In FY 1999, the Service is undertaking pilot implementation and testing of this new technology for radio communications equipment in a large and complex park communications network in the Northeast Region (NER) based on a comprehensive Telecommunications Strategic Plan completed for the Region in December 1995. That plan analyzed needed and proposed changes to the existing land mobile radio systems to meet future requirements. The new technology and systems concept is also to meet the need to share telecommunications facilities with other nearby park areas and sister bureaus in accordance with new Departmental requirements. The radio communications equipment piloted and tested by the NPS in FY 1999 will enable the Park Service to take initial steps towards determining impediments to Servicewide conversion, and radio equipment installed will be compatible with the technology required to make the conversion mandated by the National Telecommunications and Information Administration for all Federal users, including all park areas. The pilot implementation will also reveal shortfalls in existing systems in the parks and will provide additional advantages by (1) improving the communications quality of public safety and law enforcement communications, (2) meet emerging Federal telecommunications security standards, and (3) provide better services to park visitors.

Included in the FY 2000 request is \$2,500,000 for further implementation of the Northeast Telecommunications Plan in additional park areas. This will further the Service's ability to address broader Servicewide strategic telecommunications planning and associated conversion. The priority of the conversion has been established Servicewide in accord with a needs assessment and the transition schedule initially suggested by the Department of the Interior. The Departmental, inter-bureau transition schedule has been developed and determined geographically based on the degree of radio frequency congestion in the most highly used frequency areas of the United States. The areas of highest congestion are the Eastern Seaboard (from Boston, Massachusetts, to Richmond, Virginia), the West Coast (primarily the State of California), South Florida (Miami and Dade County), and the Four Corners Area (Arizona, Colorado, New Mexico and Utah). In addition, the program will provide needed funding for fiscal year 2000 to the U.S. Park Police San Francisco Unit to upgrade communications equipment system.

#### Modernization of Information Resources Equipment.....[\$3,000,000]

During fiscal year 1998, \$3,000,000 was used to buy computer hardware and software and to install local area networks (LANs) in many small parks. Also during 1998, the staff positions for seven park help-desk positions funded in the ONPS appropriation were recruited and trained in the software, called Systems Management Server, that will be used to manage park LANs from the seven park help-desk locations. This funding represented the first year of a proposed five-year modernization program. However, the modernization program was not funded for fiscal year 1999.

In fiscal year 1999, the National Park Service(NPS) placed a high priority on its Year 2000 computer remedial efforts.

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Over \$13 million was provided to the NPS from the Emergency Appropriation to fix Y2K in its almost 20,000 personal computers and 300 local area networks. A high priority was placed on replacing all 486 and older computer models and all personal computers without CD-ROM drives. The NPS also used these funds to ensure that all non-Y2K compliant LAN operating system and office automation software in the NPS was upgraded or replaced.

In fiscal year 2000, the NPS program will consist of Servicewide annual maintenance fees for office automation and e-mail software procured in FY 1999, and park and park support local area network fileserver maintenance.

This funding need is especially critical for park locations that will have difficulty in maintaining the equipment and software investment with their existing base funding. The average annual cost just to replace the almost 20,000 personal computers on an industry average 3-year cycle would be over \$10,000,000. This is a burden most small parks cannot bear.